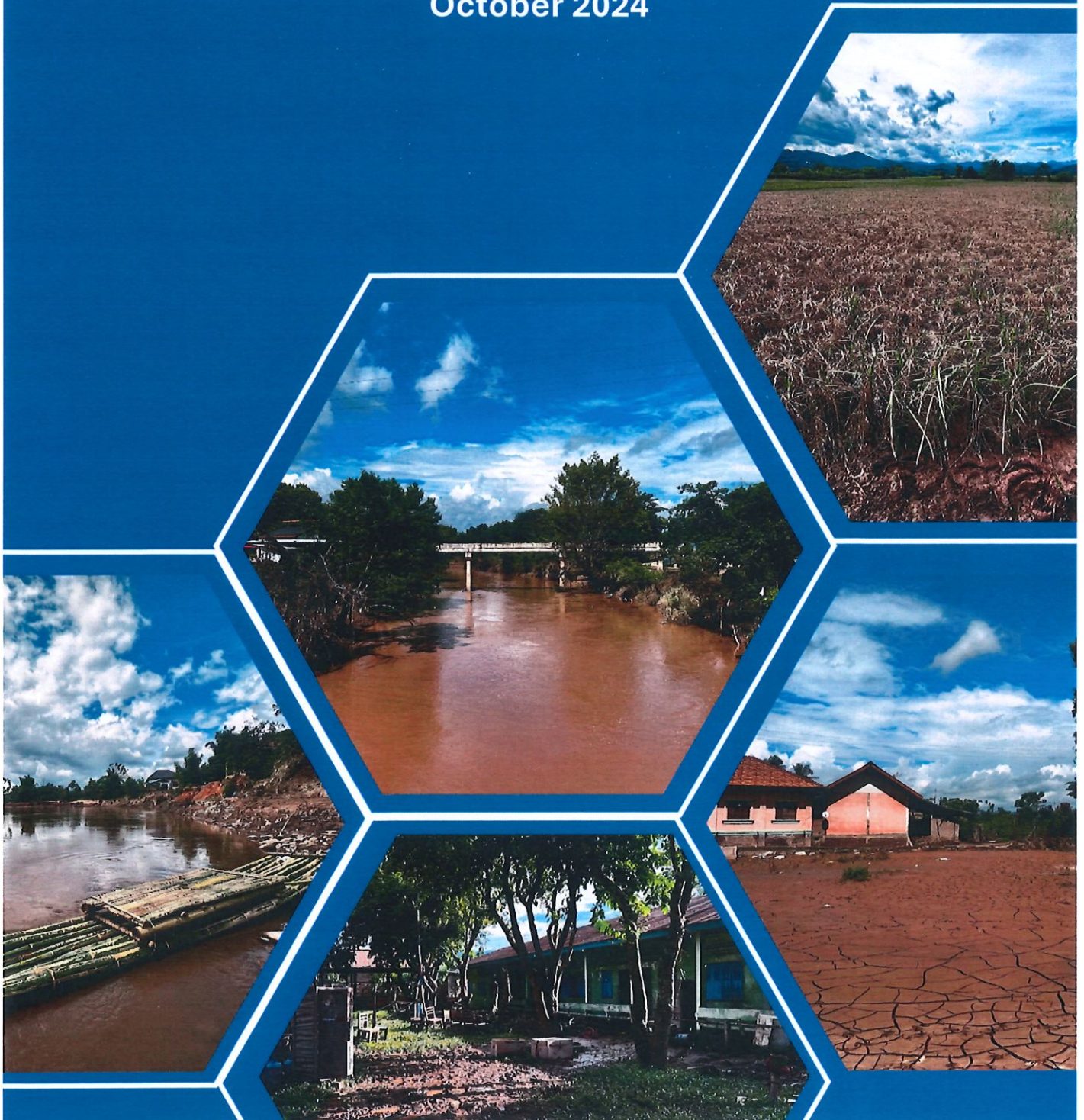


# Flood Needs and Early Recovery Assessment Report

Luang Namtha Province, Lao PDR  
October 2024



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## Acronyms

### D

DHO	
District Health Office .....	10

### G

GBV	
Gender-Based Violence .....	16

### I

IASC	
Inter-Agency Standing Committee .....	1

### K

KIIs	
Key Informant Interviews .....	3

### M

MoLSW	
Ministry of Labor and Social Welfare .....	2

### S

SRH	
Sexual and Reproductive Health .....	16

### U

UN	
United Nations .....	1

### W

WASH	
Water, sanitation and hygiene .....	8

**Foreword** by the IASC Co-Chair, Director General, Department of Social Welfare, Ministry of Labor and Social Welfare



In 2024, the Lao PDR faced severe disasters mostly floods and landslides affecting over 255,000 individuals across 16 provinces, with the highest impacts observed in Luang Namtha, Houaphanh, Luang Prabang, and Xayaboury provinces and Vientiane Capital. The compounded effects of tropical cyclones—Prapiroon, Yagi, and Soulik—combined with extensive heavy rainfall, led to substantial economic losses. Thousands of families experienced severe hardships, including disruptions to essential services like health, education, infrastructure damage, agricultural loss, and displacement. These impacts underscore the critical need for comprehensive recovery and resilience-building efforts in the country.

The Government of Lao PDR is committed to addressing both the immediate and long-term needs of affected communities. Guided by the central disaster management committee, we have mobilized internal resources and coordinated closely with our development and humanitarian partners to ensure a strong and effective response and recovery.

This flood needs an early recovery assessment, conducted jointly by the government, UN agencies, and non-UN organizations through the Inter-Agency Standing Committee (IASC), offers critical insights into the extent of the damage and the priorities for rebuilding lives, livelihoods, and infrastructure in the Luang Namtha Province. The report’s cluster specific analysis, which includes impacts, priority needs and recommended actions for both short-term and long-term recovery, will support the government in making informed decisions.

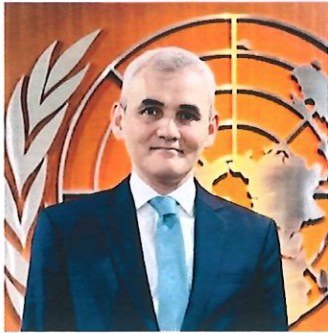
I express my gratitude to the cluster leads, co-leads, IASC members, and government officials in Luang Namtha Province for their invaluable contributions to this assessment. The findings will guide our collective efforts, enabling effective resource mobilization and a well-coordinated response to address both remaining humanitarian needs and long-term recovery.

In this spirit, I urge all development partners to continue their dedicated support for the government’s early and long-term recovery efforts as we work together to strengthen disaster resilience across Lao PDR. By rebuilding and reinforcing our communities, we can help our people recover and better prepare for future challenges



.....  
Mr. Vongkham Phanthanouvong  
Director General, Department of Social Welfare  
Ministry of Labor and Social Welfare, Lao PDR

**Foreword** by the IASC Co-Chair, UN Resident Coordinator



The assessment of flood response and early recovery in Luang Namtha province following Typhoon Yagi that caused devastating floods in the entire region, is a commendable joint effort of the Inter-Agency Standing Committee (IASC) in Lao PDR, comprising of Government, UN and other humanitarian actors. For the first time in several years, the Government and UN agencies came together to conduct a joint assessment across the nine IASC clusters.

The report highlights the short, medium and long-term needs in the province, which had not faced such severe flooding in the last 60 years. Looking ahead, our collective efforts must focus on "building back better" to strengthen resilience against future climate-induced disasters. This means addressing immediate life-saving needs while also investing in long-term recovery and preparedness to mitigate the impacts of future disasters.

I would like to express my appreciation to the Government of Lao PDR for its leadership and collaboration as part of the assessment under the IASC mechanism. As the IASC co-chair, I would like to reaffirm my commitment to strengthening collaborative action in conducting assessments, but also in undertaking joint response and recovery efforts.

The United Nations is committed to conducting a joint After-Action Review on the flood response with a view to improving overall coordination. For instance, an agreement on trigger mechanisms that activate the clusters can help ensure that response is timely, consistent and inclusive.

Moving forward, implementing recovery in Luang Namtha province requires resources and partnerships. I hope development partners will support this effort, which is crucial to progress on essential development outcomes.



Mr. Bakhodir Burkhanov  
UN Resident Coordinator, Lao PDR

## Executive Summary

The floods triggered by monsoon, Typhoon Yagi and Soulik in September 2024 in Luang Namtha Province, Lao PDR, have severely impacted communities, causing widespread damage to infrastructure, displacement, and disruption of essential services. The flood needs and early recovery assessment was conducted by the Inter-Agency Standing Committee (IASC) committee coordinated by the Ministry of Labor and Social Welfare and United Nations Resident Coordinator's office. The assessment provides a comprehensive analysis of flood-induced damage across seven critical clusters: Water, Sanitation and Hygiene (WASH); Education; Health and Nutrition; Shelter; Food Security and Agriculture; Protection; and Early Recovery. The primary objectives of the assessment were to quantify damages, identify urgent needs, and develop actionable recommendations for early and long-term recovery. A mixed-methods approach, including desk reviews, field assessments using structured questionnaires, focus group discussions, and key informant interviews, helped capture data from 34 heavily affected villages in two districts namely, Nalae and Namtha.

The assessment revealed extensive damage and priority needs across clusters. For WASH, damage to more than 400 water systems left 2,686 households without clean water, highlighting an urgent need for water purification, sanitation repair, and hygiene support. In education, 34 schools and 4,491 students were affected, with classrooms, toilets, and clean water access needing immediate restoration. Health and nutrition concerns are also prominent; six healthcare facilities were disrupted, with reports of infectious diseases and syndromes. Mobile health teams and infrastructure repair are necessary to restore health services. Housing was severely impacted, with 271 houses destroyed and 2,235 partially damaged, creating a need for temporary shelter and repair kits. Floods also devastated food security and agriculture; extensive crops and livestock losses have worsened food insecurity, making crop replanting, livestock restocking, and irrigation repair urgent priorities. Protection needs for 15,345 people, including mental health support, child protection, and gender-based violence interventions, were also critical for recovery.

The prioritized early recovery activities include infrastructure rehabilitation, restoring essential education and health services, agricultural support, and market strengthening. Key recommendations for recovery include providing residual humanitarian aid—such as food, water, and shelter repair—while focusing on longer-term efforts like rehabilitating water systems, roads, and energy supplies. Additionally, livelihood restoration support is vital, with a focus on agricultural recovery, vocational training, and income diversification to strengthen affected household resilience.

This assessment underscores the need for a multi-sectoral, coordinated approach to flood recovery. It is essential to mobilize resources to restore infrastructure, capacity building on disaster risk reduction and humanitarian response, and strengthening people centered inclusive early warning systems.

## 1. Background

Between July and September 2024, Lao PDR experienced severe weather events, including monsoon floods, Typhoon Yagi, and Tropical Storm Soulik. These events caused widespread flooding, displacement, and extensive damage across 16 provinces, severely affecting the livelihoods, infrastructure, and overall well-being of local communities.

Typhoon Yagi, in particular, struck eight provinces, including Vientiane Capital, Phongsaly, Luang Namtha, Oudomxay, Bokeo, Luang Prabang, Xieng Khouang, and Xayaboury. The Ministry of Labor and Social Welfare reported that as of September 25, 204,481 people, including 85,698 women, were affected by the disaster, with 11 fatalities and one person still missing.

The province of Luangnamtha bore the brunt of the disaster, with three districts—Namtha, Nalae, and Sing—experiencing the most severe flooding. The scale of the impact prompted the Secretariat of the Central Disaster Management Committee to request the involvement of the Inter-Agency Standing Committee (IASC) clusters to support the government's efforts in assessing immediate needs and planning for early recovery.

This needs assessment report, conducted in collaboration with government authorities and IASC partners, aims to provide a comprehensive analysis of the damage, the needs of affected populations, and the necessary steps for recovery. The assessment will guide both national and international stakeholders in their response and recovery efforts, ensuring a coordinated and effective approach to addressing the impact of the floods on the people of Lao PDR. The assessment was conducted from 26th September to 3rd October 2024, composed of 31 cluster members.

## 2. Objectives

The overall objective of the flood needs, and early recovery assessment was to comprehensively assess the impact of the floods on the affected populations, according to the clusters in Luang Namtha Province, and to identify the immediate and early recovery needs required to support the affected communities in rebuilding their lives and restoring essential services. The specific objectives of the assessment were as follows:

- To gather detailed quantitative and qualitative data on the damage to homes, public infrastructure, agricultural land, and livelihoods across different clusters of the IASC in the affected districts in Luangnamtha Province.
- To identify the specific urgent requirements of the affected population and the early recovery needs.
- To provide evidence-based recommendations that will guide the Lao government, United Nations (UN) agencies and development partners in planning and executing coordinated floods response and recovery interventions.



### 3. Methodology

The assessment employed a mixed-methods approach, combining desk reviews and field assessments, to evaluate the impacts of the floods in Luang Namtha Province. The methodology aimed to capture comprehensive quantitative and qualitative data on flood-induced damage, the needs of affected populations, and early recovery priorities. The following methods were used to gather quantitative and qualitative information:

**3.1. Desk Review:** Existing secondary data was gathered from government reports, mainly from the Luang Namtha Province governor’s office, sectoral departments, and the Ministry of Labor and Social Welfare (MoLSW). The desk review provided a foundational understanding of the situation, informing the assessment team for the field assessments.

**3.2. Field Assessments:** Village-level assessments were conducted in two severely affected districts Nalae, and Namtha districts using the following data collection techniques.



Figure 1 A group photo was taken with the village head and representatives after the village-level assessment in Mai Village, Namtha District.

**3.2.1. Structured Questionnaires:** Assessment forms, including cluster-specific questions on flood impacts, needs, and priorities, were administered through the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre)'s Dako platform, which supports

data collection, surveys, and analysis for damage and needs assessments. A total of 34 villages were assessed: 16 in Namtha district and 18 in Nalae district. However, village visits were conducted in only 20 villages (16 in Namtha, 4 in Nalae). The remaining 14 village assessments were completed using information provided by the Social Welfare Department of Nalae district.

**3.2.2. Focus Group Discussions (FGDs):** A total of 13 FGDs were conducted with village committees, women’s groups, and farmers’ groups to explore qualitative aspects, including perceptions of impacts, immediate recovery needs, and priorities. These discussions provided insights into community resilience and priorities. A structured FGD questionnaire was used to guide discussions with the target groups.



*Figure 2 An assessment team member facilitating a focus group discussion with the women's group during the assessment.*

**3.2.3. Key Informant Interviews (KIIs):** Six interviews were held with local government officials, village leaders, and representatives from sectoral offices. These interviews provided expert perspectives on the local disaster response, highlighting key recovery interventions required.



*Figure 3 Key informant interview with a representative of the Namtha District Health Office in Luang Namtha*

**3.2.4. Case Stories:** Three case stories were collected by interviewing individuals affected by the floods to understand the extent of impacts, immediate needs, and their priorities.

**3.2.5. Field Observations:** Direct field observations were carried out in affected areas to assess visible damage to agricultural fields, roads, government offices, housing, schools, health centers, forests, and other infrastructures. These observations provided ground-truth evidence to complement the quantitative and qualitative data collected. Each assessment team conducted field observations using a transect walk approach to visualize, analyze, and assess the extent of the damage, needs, and priorities.

**3.3. Data Analysis:** The quantitative data collected through assessment forms were first cleaned and then analyzed using Microsoft Excel. The data were visualized using Power BI, organized by clusters. Qualitative data from FGDs and KIIs were manually synthesized by cluster to identify common impacts, needs, and priorities, and were combined with quantitative assessment.

**3.4. Assessment Coverage:** The assessment covered 2 districts, 34 villages within the Luang Namtha Province, focusing on areas severely impacted by the floods. The map below shows the assessment of districts and villages.

<b>Namtha</b> (Out of 45-16)	Mai, Pasack, Thongjaitai, Donesamphan, Luang, Khone, Thaor, Viengtai, Phonesai, Papua, Boten, Bopied, Nateuay, Thongkhua, Donekhoun, Viengneua
<b>Nalae</b> (Out of 18-4)	Thong thon, Sar loy, Phou la, Sarng Aark Additional: Hard nar lang, Low, Narm hang, Donsy, Vang mee sy, Nar lang, Phar vea, Orm, Hard tor, Phou luang mouk ngong, Pkou vieng, Phou Pard, Hard Lom, Khonechanh

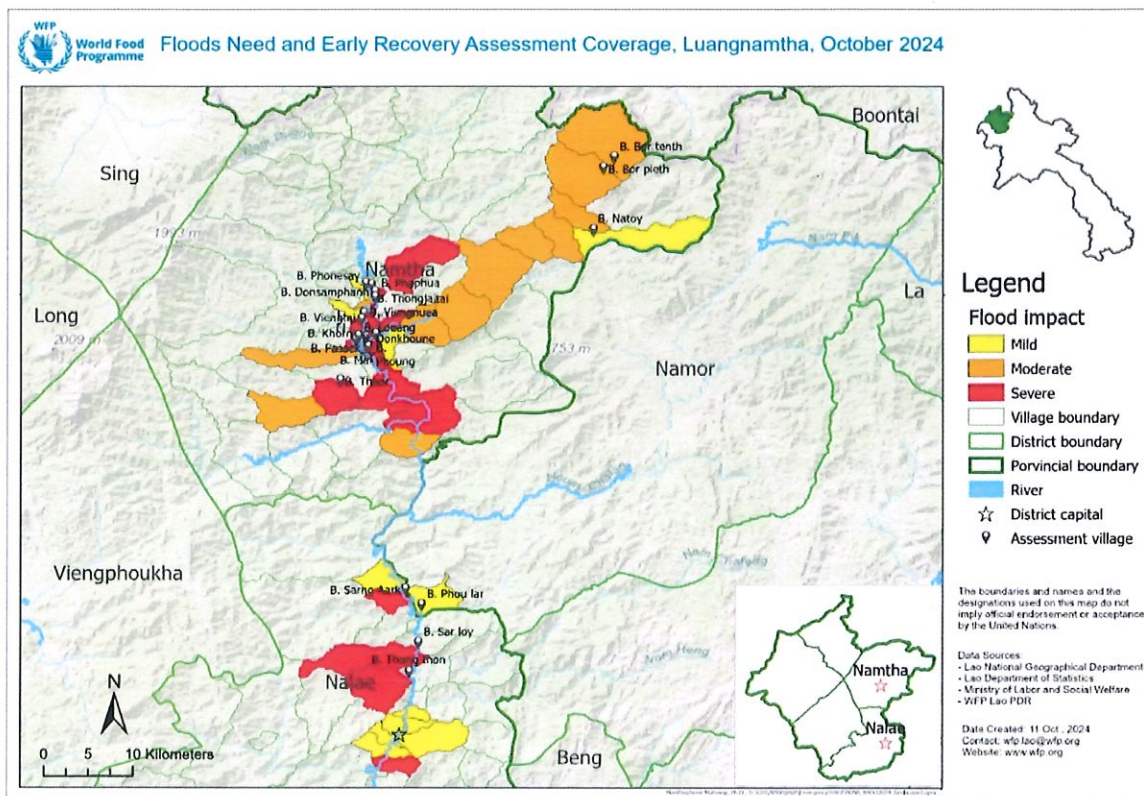


Figure 4: Map of the assessment area

**3.5. Team Composition:** The assessment team composed of 31 members consist of representatives from various ministries of the government including Lao Women Union, Lao Youth Union, along with cluster representatives from both UN and non-UN agencies. The list of team members is included in Annex 1.

## 4. Findings

### 4.1 Overall Impact

The flooding in Luang Namtha Province has had a profound impact on the lives and livelihoods of affected communities, damaging essential infrastructure, displacing residents, and disrupting access to basic services. The needs and early recovery assessment highlights extensive damage to agricultural lands, roads, and water systems, health facilities, education facilities which have significantly impacted food security, access to health, education services, clean water access, and economic stability in the two districts Nalae and Namtha of Luang Namtha province.

*In Luang Namtha Province, floods occurred from September 9–13, induced by Typhoon Yagi, affected 5 districts, 100 villages, 5,111 families, and 67,407 people. Twenty-five people were injured, and 3 people lost their lives. A total of 5,276 houses were damaged, along with infrastructure, including roads, public buildings, irrigation systems, water supply systems, and agricultural land (MoLSW, Oct 2024).*

The recent floods have caused significant losses across multiple sectors, totaling an estimated USD 264.3 million. The Housing sector experienced damages amounting to USD 19.1 million, with recovery needs estimated at USD 2.7 million for the short term and USD 2.8 million for the long term. Agriculture and Forestry suffered USD 5.8 million in damages, requiring USD 1.9 million in the short term and USD 6.5 million for long-term recovery.

Public Works and Transportation is the hardest hit sector, with damages reaching USD 223.4 million. This sector has a substantial long-term recovery requirement of USD 234.4 million, indicating the need for extensive rebuilding and restoration efforts. Energy and Mining reported damages of USD 1.6 million, while Health and WASH (Water, Sanitation, and Hygiene) sustained USD 1.3 million in losses, with short- and long-term recovery needs estimated at USD 0.98 million and USD 0.3 million, respectively.

The Education and Sports sector faced damages of USD 0.84 million, requiring USD 1.6 million in the short term and USD 0.9 million for long-term recovery. Infrastructure for Government Buildings and Information, Culture, and Tourism reported damages of USD 0.4 million and USD 2.6 million, respectively, with the former needing equivalent recovery funds. The Trade sector incurred damages of USD 8.8 million, and Natural Resources and Environment reported USD 0.44 million in damages, matching short-term recovery needs.

Additional funding is required for the Provincial Lao Youth Union and Provincial Lao Women's Union, with needs estimated at USD 29,000 and USD 49,000, respectively, and a long-term requirement of USD 100,000 for the Women's Union. In total, USD 14.9 million is needed for immediate recovery across all sectors, while long-term recovery needs for 2025-2026 are projected to be around USD 245.06 million.

Table 1 sector specific loss and damage, and recovery needs

S.N.	Sectors	Loss and Damage (USD)	Short term recovery needs (6 months) from Oct 2024 (USD)	Long term recovery needs 2025-2026 (USD)
1	Housing and Social Welfare	19,098,642.53	2,747,599.55	2,791,343.89
2	Agriculture and forestry	5,828,297.74	1,978,897.02	6,521,755.17
3	Public works and transportation	223,377,603.57	6,781,377.69	234,383,790.05
4	Energy and Mining	1,611,557.47	-	-
5	Health and WASH	1,284,537.15	981,501.36	306,669.68
6	Education and Sports	841,214.89	1,632,904.52	925,947.96
7	Infrastructure for government building	409,969.10	409,969.10	-
8	Information, culture and tourism	2,608,979.19	16,289.59	-
9	Trade	8,796,565.61	-	-
10	Natural Resource and Environment	438,506.79	438,506.79	-
11	Pronvincial Lao Youth Union	-	-	29,411.76
12	Pronvincial Lao Women Uion	-	49,375.57	100,392.53
	<b>Total</b>	<b>264,295,874.03</b>	<b>14,987,045.62</b>	<b>245,059,311.06</b>

Source: Luang Namtha Province Governor's Office, 4 October 2024, 1 USD=22,100 KIP

The assessment of 34 villages in the Nalae and Namtha districts of Luang Namtha Province found that a total of 15,345 people, including 7,651 women, were affected out of the 27,813 residents in these villages (an estimated 55% of the population). The floods impacted 3,105 households out of the 5,664 in these areas. Three people, including one woman, lost their lives due to the floods. Additionally, 133 persons with disabilities, including 55 women, were directly or indirectly affected.

Among the 34 villages, approximately 9% have no road access, 21% have poor road access, 15% experienced disrupted communication systems, 23.5% reported a low risk of unexploded ordnance (UXO) due to flooding, and 76.5% lack information on UXO presence.

Key findings indicate a pressing need for coordinated residual humanitarian relief efforts focusing on immediate shelter, food assistance, and health services, as well as longer-term recovery support to restore livelihoods, resume health services, schools and infrastructures rehabilitation.

## Case 1: Typhoon's Aftermath: Lives Lost in Namtha River



The villagers living along the Namtha River have long relied on crossing it daily to make a living. However, they could never have anticipated the tragic aftermath of Typhoon Yagi. After the typhoon, floodwaters from the forest inundated Namtha District, eventually flowing downstream to Nalae District.

In Phuluang Village, a heartbreaking incident unfolded. A 48-year-old woman, a 28-year-old man, and a 12-year-old boy attempted to cross the Namtha River in a small wooden boat. Tragically, the boat capsized in the powerful current. The woman struggled in the water, calling for help, while the man swam toward her, intending to rescue her. Just as he managed to grab hold of her, the relentless current swept both of them away. Incredibly, the boy was able to swim safely by grabbing onto a nearby stick.

The village committee quickly arrived at the scene to rescue the boy. This tragic event serves as a stark reminder of the dangers posed by crossing the Namtha River and a somber lesson for all the residents of Luang Namtha Province.

## 4.2. Cluster wise Impact & Needs

### 4.2.1. Water, sanitation and hygiene (WASH)

*Summary of Impacts:* A total of 40 gravity-fed water supply systems sustained significant damage, leading to widespread drinking water shortages in numerous villages. In addition to the lack of clean water, toilets in several communities, schools, and health centers were damaged and require urgent repairs. These infrastructure failures have contributed to the spread of various diseases, including skin infections and diarrhea, particularly following recent flooding events.

*Water Supply:* 52.94% of villages rely on city water, and 47.06% on gravity-fed systems. However, only 39.39% reported sufficient clean water supply, while 72.73% experienced poor water quality. A total of 432 water systems including 40 gravity fed water supply were damaged or contaminated, affecting 2,686 households that lack access to drinking water.

*Sanitation Facilities:* There are 4,449 latrines available, yet 8.7% of villages had unsafe defecation practices even before the disaster. Additionally, 3,220 people lack access to sanitation or hygiene items (an estimated 21% of the people impacted in Nalae and Namtha Districts).

*Hygiene and Waste Management:* Handwashing facilities with soap and water are available in 67.65% of villages, and 50% of villages have solid waste disposal sites.

*Priority Needs:* Immediate action is required to address the shortage of safe drinking water and the growing public health concerns. The local government, in collaboration with the provincial health department, is mobilizing water purification trucks to produce clean drinking water. Essential supplies such as coagulants (alum sulfate), chlorine tablets, soap, buckets, and water containers must be distributed to the affected communities in the districts of Nalae and Namtha.

*Priority Early Recovery Activities:* Early recovery efforts should focus on rehabilitating the 432 water systems, including 40 damaged gravity-fed water supply systems. Additionally, communities will be mobilized to repair toilets, particularly in schools and health centers. Public health awareness campaigns will be conducted through the distribution of Information, Education, and Communication (IEC) materials. Coordination with private sector entities and WASH partners will be essential for mobilizing resources and providing long-term support.

*Estimated Costs:* The estimated total cost for these recovery activities is 11,733,000,000 Kip, which is approximately **USD 530,000**.

#### 4.2.2. Education Cluster

*Summary of Impacts:* A total of 34 schools were severely affected by flooding, impacting 4,491 students, of which 2,035 are female, and 318 teachers, including 203 female teachers. The damage includes the destruction of furniture in 21 schools and the loss of water access in 27 schools, leaving them without functioning water systems. Additionally, 41 school toilets were damaged, and 26 schools lost their handwashing facilities and teaching materials. Essential infrastructure, such as teacher dormitories, food storage, kitchens, and other school facilities, was also significantly impacted, either damaged or destroyed.

In the 34 assessed villages, 24 schools were closed for more than two weeks following the disaster, leaving 2,973 students, including 1,180 females, unable to access education. Structural damage affected 20 schools, with 95 classrooms, 3 student dormitories, and 3 teacher dormitories sustaining damage. Despite these setbacks, 18 primary schools and 4 secondary schools remain operational. Additionally, 59 schools reported damaged or lost furniture, and critical sanitation issues were noted: 11 schools lack latrine access, 12 have no water access, and 13 are without



handwashing facilities. Furthermore, 42.42% of villages reported damage to school materials and equipment, indicating a significant need for restoration efforts to resume educational activities.

*Priority Needs:* Immediate assistance is required to restore the learning environment for the affected students and teachers. This includes the provision of textbooks, teaching and learning materials, student desks, benches, and teacher chairs. Classrooms need urgent repair and maintenance, particularly in terms of restoring handwashing facilities and toilets. Filing cabinets and other necessary school equipment are also required to ensure that administrative tasks can continue smoothly.

*Priority Early Recovery Activities:* Early recovery efforts should focus on building capacity for emergency preparedness and response within the education and sports sectors. Establishing Child-Friendly Spaces (CFS) in schools and villages is crucial to supporting student well-being. Psychosocial support should be provided for both students and teachers to help them cope with the aftermath of the disaster. Additionally, textbooks, teacher guides, educational materials, and furniture should be supplied to facilitate the return to school. School rehabilitation and construction will also be prioritized to restore safe learning environments.

*Estimated Costs:* The estimated total cost for these recovery activities is **18,590,849,000 LAK** which is approximately **USD 841,000**.

#### 4.2.3 Health and Nutrition Cluster

*Summary of impact:* Six healthcare facilities have been affected by the recent floods including the provincial hospital, which serves as the main healthcare facility in Luangnamtha. The Namtha District Health Office (DHO), one of the most impacted facilities, covers 10 villages and serves 63,863 people for outreach services. It remains closed, significantly disrupting health services. Other affected facilities include SinOudom Health Care Center covers 7 villages and serves 1,824 people, Nateuy Health Care Center covers 11 villages and 5,769 people, NamNgeun Health Center in Viengphoukha district, covers 8 villages and serves 3,888 people, and the COVID-19 treatment center at Nalae district hospital, the building is currently repurposed as a staff dormitory.

A total of 99 health workers have been affected by the floods, including 43 out of 51 staff at Namtha DHO and 56 provincial staff. This has impacted on the health sector's ability to resume services as the workforce is in the recovery phase. Although no outbreaks have been reported based on enhanced surveillance data, villagers have noted an increase in diarrhea, respiratory illness and dengue cases, likely due to the rise in mosquito populations following the flood, while there is significant need for a mosquito net for households.

The flood needs assessment reveals significant health challenges in the affected communities. The prevalence of fever, skin diseases, and diarrhea was reported during the focus group discussion, with 55 children under five experiencing acute watery diarrhea in the past week. Access to health

care remains a concern, as 23.33% of all health facilities are not operational including the province's largest health facility, and, and, and 31.25% of villages struggle to reach these services. Medicine availability is inadequate, with only 38.10% of hospitals and health centers stocked properly.

Child nutrition is also critical, with 20% of infants and young children facing feeding challenges and 14 children diagnosed with Moderate Acute Malnutrition (MAM). Moreover, there are significant training gaps, as 25% of health workers lack coverage in Integrated Management of Acute Malnutrition (IMAM) and Infant and Young Child Feeding (IYCF) training.

*Priority needs:* The priority needs for the affected areas encompass both immediate and short-term recovery efforts. In the immediate term (up to 1 month), establishing local mobile health teams is essential to maintain routine health and nutrition services, focusing on health and nutrition promotion, disease prevention, health education, and communicable disease control, while ensuring adequate water, sanitation, and hygiene in healthcare facilities. For the short-term recovery phase (up to 6 months), support is required for office equipment and supplies, the restoration of healthcare facility infrastructure, and the provision of medical equipment, nutrition supplies, medicine, vaccines, and vehicles to enhance healthcare delivery and support recovery efforts.

Immediate access to sexual and reproductive health services is necessary, particularly for women. This includes emergency obstetric and newborn care, along with capacity-building for emergency nursing staff to handle SRH-related issues.

*Priority Early Recovery Activities:* Continued recovery of healthcare facility infrastructure is necessary if they are not yet fully operational. Developing a contingency plan for the health sector and healthcare facilities to prepare for future emergencies is also recommended.

#### 4.2.4. Shelter Cluster

*Summary of Impacts:* The floods in Luang Namtha have caused widespread destruction to housing and infrastructure across two districts, severely affecting residential areas and public facilities. A total of 271 houses have been completely destroyed, while 2,235 houses sustained partial damage, primarily to roofs and walls. Approximately 4,918 households remained sheltered in their homes, while others took refuge in schools (87 households), with relatives (332 households), in improvised shelters (9 households), and in open spaces (2 households). Beyond housing, public infrastructure, including schools, hospitals, and essential services such as water supply, electrical systems, and the airport, has been heavily impacted.

Many residents have been displaced, seeking shelter with relatives or in temporary locations such as schools and hospitals. However, these shelters lack basic amenities like water supply and latrines, making them unsuitable for long-term stays. Additionally, landslides and flooding have blocked roads and bridges, further complicating access to affected areas.

## Case 2: Rebuilding Hope-Ammalin's Struggle After the Flood



Ammalin, a 62-year-old security guard from Khone Village in Namtha District, Luang Namtha Province, lives with his 54-year-old wife. They lost their home due to a flash flood on September 9th. Despite not receiving any early warnings, Ammalin returned home around 3-4 pm on the day of the flood and found the water rising quickly.

He had no time to move his belongings and spent a day and night at a neighbor's house before being evacuated to a shelter. The flood left Ammalin feeling hopeless and disheartened, as his home meant everything to him. Now, he and his wife are living in a rented house, but with his low income, he is uncertain how long they can afford to stay.

Ammalin shared, "I feel depressed, hurt, and hopeless because I'm old, and I can't work like a young person.

If only I had a house to live in, it would be something."

He is one of many people who lost their homes and became homeless. Some are staying with relatives, but Ammalin worries about how long he can rely on their support, as he longs to return to his own home.

With no savings and very low income as a security guard, Ammalin believes it would take him another 10 years to build a new house at his current earning level. He is seeking support from the government and development partners so that he and his family can return to a home of their own.

### **Priority Needs:**

**Shelter and Essential Items:** Among the assessed villages, a total of 48 households require temporary shelter, while 791 need shelter repair kits. Key non-food items (NFIs) are in high demand, with 2,736 households requiring bedding and 2,734 needing mosquito nets. Additionally, 10,599 individuals, including 2,619 children (ages 0-18), require complete clothing sets, as do 1,842 women and 1,264 men over 19. Construction materials such as tarpaulins (for 225 households) and zinc roofing sheets with nails (for 819 households) are also essential for home repairs.

**Immediate Shelter and Health Support:** Immediate response should focus on distributing basic shelter kits, which include tarpaulins, blankets, sleeping mats, bedding, and mosquito nets, to enhance living conditions and reduce health risks. Shelter repair kits containing zinc sheets, wood, cement, and tools should be provided to families with partially damaged homes to enable urgent repairs. Labor mobilization is essential, particularly in remote areas, to assist in rebuilding homes that have been completely destroyed.

*Provision of Non-Food Items (NFIs):* To address health and safety needs, there must be a continuous distribution of NFIs, including bedding, blankets, mosquito nets, clothing, and medical supplies for displaced households. Approximately 10,500 people require clothing, over 2,600 need additional NFIs, and around 800 households require shelter repair kits.

*Infrastructure Restoration and Access:* Clearing roads and bridges obstructed by landslides and debris is a priority to restore access to isolated communities. Immediate efforts should focus on debris removal and the rehabilitation of lightly damaged structures to resume essential services and improve mobility within affected areas.

*Restoration of Water, Sanitation, and Energy Systems:* Rehabilitation of water, sanitation, and energy infrastructure is essential for public health and the normalization of daily life in affected areas. Ongoing assessments are needed to determine the full extent of the damage to prioritize repairs and resource allocation effectively.

*Priority Early Recovery Activities:* The rehabilitation of damaged homes is a high priority, requiring resources and labor to restore both fully and partially damaged homes. Investments in infrastructure improvements, such as upgrading rural roads, bridges, and irrigation systems connected to agricultural areas, will further support the local economy and bolster community resilience.

Local communities should receive training on disaster preparedness, emergency shelter management, and site management, empowering them to manage future emergencies effectively. Additionally, training in resilient construction techniques needs to be prioritized to improve the skills of community members. This approach will strengthen community resilience and reduce the impact of potential future disasters.

#### 4.2.5. Food Security and Agriculture

*Summary of impact/situation:* Floods affected 134 villages, damaging 542.75 ha of lowland paddy, 115.46 ha of upland rice, and 460.72 ha of home garden crops. Livestock losses included 652 cattle, 345 pigs and goats, and over 44,000 poultry. Agricultural infrastructure, including irrigation systems and storage facilities, was severely damaged.

*Livelihoods Impact:* Livelihood disruption and damage occurred in Namtha more than in Nalae. According to the assessment, about 50 percent of households lost their productive agricultural land in Namtha but about 25 percent of households in Nalae. Other impacts to livelihood were also more severe in Namtha more than in Nalae. Approximately 5 percent of households were permanently livelihood disruption in Namtha (Figure 5). Generally, flood affected in Namtha was more severe than in Nalae. However, the flood affected population in Nalae is more vulnerable to food insecurity according to the poverty rates.

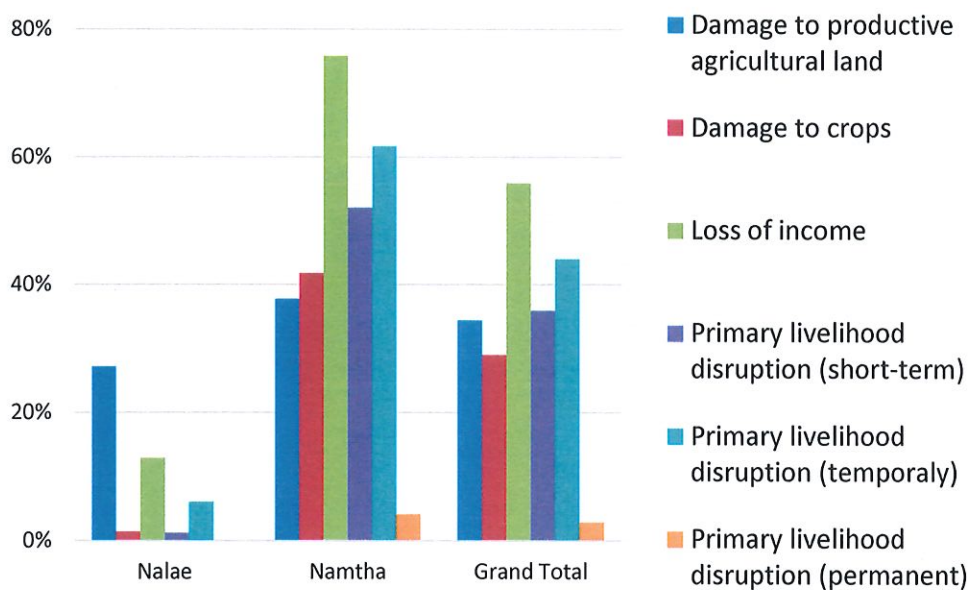


Figure 5: Livelihood disruption and damage reported by households

Loss of agricultural production has significantly impacted employment and income-generating activities in affected communities. The loss of crops, livestock, and tools has reduced household incomes, further exacerbating food insecurity.

*Food production (availability):* In 2024, in Luang Namtha province rice production is estimated to yield 48,677 Tons (8,143 ha yielded 25,243 Tons from lowland paddy and 8,369 ha yielded 23,433 Tons from upland rice) which is expected to meet food consumption needs within the province. The assessment reported that affected was 524 ha to lowland paddy areas and 115 ha to upland paddy areas. Based on those affected rice production areas, total rice production of Luang Namtha province is estimated to reduce 1.3 percent. Total rice production estimated to be reduced 1.2 percent Namtha district and is 0.2 percent in Nalae district.

However, according to assessment figures from the villages visited, problem of food availability is at individual household. It reported that food loss due to flood was about 50 percent (7 percent in Nalae and 70 percent in Namtha). Food stocks remaining was inversely shown, 50 percent in Nalae and 30 percent in Namtha. The main cause of low food loss but high food stocks remaining was due to food production capacity since before flood in those floods affected villages. Therefore, 30 percent of household in Nalae but only 5 percent in Namtha reported the needs for short-term (0-3 months) food assistance.

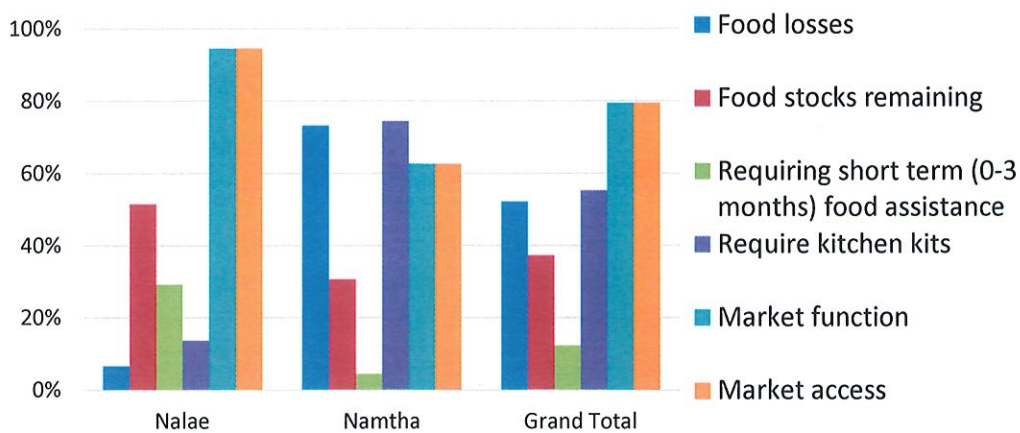


Figure 6: Food availability by household

**Food accessibility:** Before the flood, large proportion of main food sources came from market and own cultivation in both Namtha and Nalae. As floods occurred in the urban and peri-urban areas in Namtha but in rural areas in Nalae, household in Namtha relied on market more than in Nalae. After floods, it was noticeable that main food sources have been shifted from market, own cultivation, and wild to gifts (aids). The food aids received by Namtha was higher than in Nalae (Figure 4). This can be confirmed that after floods on 09 September 2024 until the date of interview on 28 September 2024, food aids had been received > 25 times, > 10 times, and > 15 times in Pasack, Donesamphan, and Louang villages respectively. It has been reported that nobody can confirm how long this external food and non-food assistances will last.

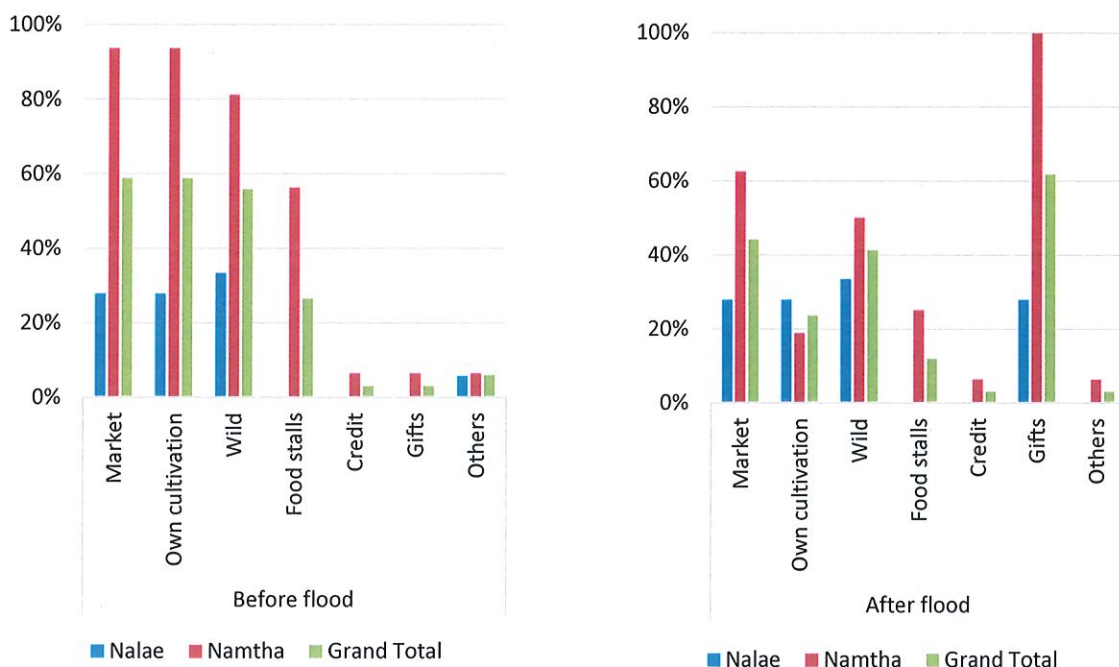


Figure 7: Main food sources before and after disaster

*Market (Accessibility):* According to group discussion with the village committees on physical access to the market, it reported that after flood water resided accessibility by the villagers had no problem. The provincial market and some major district markets are open as usual. Within the flooded areas, there were only a few markets located in the flooded areas. However, flood affected villagers can go to the other markets in the province. It found that the availability of food in the market in the big city is higher than in the small city. It was reported that all kinds of food in the market are available (plenty and partially) in Namtha. But in Nalae food availability is less than in Namtha.

*Priority needs:* Provide food or cash assistance, either conditional or non-conditional, to households experiencing food insecurity in flood-affected villages, along with the distribution of crop seeds and agricultural inputs like fertilizers, vaccines, and tools. Focus on improving livelihoods and household income for vulnerable households by replanting crops in areas with adequate water and repairing agricultural land and damaged irrigation systems to restore productivity. Enhance the livelihoods of populations in vulnerable areas to build resilience and increase income through better programming and interventions. This includes promoting priority agricultural commodities to meet market demands, enhancing value chains, improving food processing capacity, and market access. Collaboration with the private sector is essential for agricultural commercialization and investing in water harvesting, irrigation systems, and grazing areas for sustainable productivity.

*Priority Early Recovery Activities:* Early recovery needs must be addressed through the rehabilitation of agricultural infrastructure, replanting of crops, and restocking of livestock, which are essential for restoring livelihoods and ensuring food security. Key activities include the distribution of seeds, fertilizers, and livestock to affected farmers; repairing irrigation systems to restore agricultural productivity; and providing vocational training for alternative livelihoods, with a focus on promoting women's entrepreneurship in agricultural products.

#### 4.2.6. Protection Cluster

*Summary of Impact:* The flooding has significantly affected women and girls, with a total of 15,345 impacted individuals, including 7,651 women. Additionally, 49 individuals with disabilities have been affected, 17 of whom are women. The main areas of concern include Sexual and Reproductive Health (SRH), Gender-Based Violence (GBV), child protection, and support for individuals with disabilities. The overall impact reveals significant challenges facing vulnerable populations in the affected areas. Only 37.5% of villages out of 34 assessed villages have established child-friendly or safe spaces for children, indicating limited resources for their protection. Additionally, the safety and security of women and girls have deteriorated in 15.15% of villages since the emergency, with 41 reported security issues underscoring ongoing threats. The situation is further complicated by the 85 (out of 133) affected persons with disabilities seeking assistive devices and the urgent need for psychosocial support among 4,359 individuals, including 2,186 women and girls. Moreover, 5,854 affected women and girls require dignity kits, emphasizing the necessity for essential health and hygiene items. These findings indicate a pressing need for targeted interventions to enhance safety, well-being, and support for the most vulnerable populations in the aftermath of the crisis.

*Priority Needs:* Immediate actions are essential to address the urgent needs of the affected communities:

- **Psychosocial and Mental Health Support:** There is an urgent need for psychosocial and mental health services, including mobile counseling services to assist victims. These services are crucial for emotional recovery and resilience-building.

*Priority Early Recovery Activities:* The suggested early recovery activities under protection are as follows.

- **Capacity Building and Vocational Training:** Training for local authorities on protection legislation and rights advocacy to create a protective environment.
- **Public Awareness and Community Engagement:** Conduct public awareness campaigns on issues such as violence, reproductive health, child marriage, human rights, etc. These campaigns should be community-driven to ensure they address local needs effectively.
- **Healthcare Access for Vulnerable Populations:** Establish sustainable healthcare access for counseling, family planning, SRH, GBV support, and specialized services for individuals with disabilities.
- **Mental Health and Psychosocial Support Programs:** Implement continuous mental health and psychosocial care programs to address ongoing distress and enhance community resilience over time.
- **Monitoring and Reporting Systems:** Establish monitoring and reporting systems to protect women and children and to involve communities in needs assessments, planning, and implementation. This will foster community ownership and responsiveness.

#### 4.2.7. Early Recovery

*Summary of Impacts:* The recent disaster has caused extensive damage across various sectors, severely impacting food security and the economy. Approximately 4,079 hectares of agricultural land, including rice, maize, and vegetable crops, were destroyed, threatening food supplies. Additionally, 1,491 households reported livestock losses, compromising food sources and household income. Infrastructure is also heavily affected, with around 108 kilometers of roadways needing urgent rehabilitation, limiting access to essential services and markets. The forestry sector saw about 15 square kilometers impacted, contributing to environmental degradation and biodiversity loss. Significant alterations occurred in the Thoung and Tha Rivers, with 6 kilometers of riverbank erosion increasing the risk of future flooding. Furthermore, 251 businesses were completely destroyed, leading to substantial losses in livelihoods and economic activities.

The environmental impacts are notable, with 33.33% of villages reporting damaged forest areas, 73.68% affected wetlands (including 21 km<sup>2</sup> partial and 59 km<sup>2</sup> complete damage), and 85% of villages experiencing damage to rivers (20 km<sup>2</sup> partial and 16 km<sup>2</sup> complete). Grasslands saw 26.32% of villages with complete damage over 6 km<sup>2</sup>, while 22.22% of villages reported damage to protected areas (with 14 km<sup>2</sup> partial and 1 km<sup>2</sup> complete). Additionally, 16.67% of villages experienced damage to known biodiversity hotspots, affecting 8 km<sup>2</sup>.



### Case 3: Dam's Struggle for Survival and Hope to Restore Livelihoods

Dam, a 63-year-old merchant from Donekhun Village in Namtha District, Luang Namtha Province, owns a grocery store. She lives with her 63-year-old husband and their 16-year-old son. On September 9, 2024, during the flooding, Dam was at home with her son, while her husband was in the field. Her family did not receive any official early warnings from government authorities.

Around 4:00 pm that day, Dam became terrified as the floodwaters rapidly rose to her knees. Realizing the danger, she began packing belongings and attempted to rescue her three cows. However, the rising water made it impossible for her to reach safety. She, her son, and the cows took refuge on a nearby bridge, about 300 meters from her house. They waited there for a day and a night before being rescued. Meanwhile, her husband swam from the farm to their home using a 20-liter water jar to stay afloat.

This traumatic experience has left Dam suffering from psychological distress. She believes that if she had received even a half-day's warning, she could have saved her valuable possessions and evacuated safely. Reflecting on the ordeal, Dam said, "In that moment, I felt extremely cold due to the constant rain. I was terrified of drowning as the water kept rising. I often relive that fear, and it always triggers a breakdown."

Dam is now worried about reviving her business. She had to close her grocery shop for over two weeks, which was her only source of income. She lost more than 30-million-kip worth of items, including a refrigerator, furniture, and food supplies such as rice, all of which were damaged. Dam is seeking assistance from the government and development partners to help rebuild her business, with hopes of restoring her livelihood.



**Priority Needs:** In response to the disaster, the immediate focus is on addressing the urgent needs of the affected populations, with 51.72% preferring in-kind support (food and non-food items) and 44.83% opting for cash assistance. The priority needs include:

- **Agricultural Rehabilitation:** Provide seeds, seedlings, agricultural tools, and organic fertilizers to re-establish farming operations across 4,079 hectares of affected farmland.
- **Agricultural Inputs:** Supply seeds for rice, maize, vegetables, peanuts, sweet potatoes, garlic, and walking onions to revive food production. Additionally, provide livestock breeds (chickens, pigs, fish), agricultural production equipment, vaccines, and animal feed to restore livelihoods.
- **Livestock Restocking:** Support 1,491 affected households by supplying livestock breeds, vaccines, and animal feed to facilitate the recovery of animal farming.

- **Irrigation and Water Systems:** Repairing damaged irrigation systems and ensuring access to clean water for farming and household use is essential.
- **Waste Management and Public Cleaning:** Support for cleaning roads, public facilities, and managing waste is vital to restore normalcy in the community.
- **Infrastructure Rehabilitation:** Mobilize resources to repair the 108 kilometers of damaged roads and key water and irrigation systems, ensuring improved access to markets and essential services.

*Short to Medium-Term Recovery Needs:* To transition from immediate response to early recovery, the following activities should be prioritized:

- **Livelihood Restoration:** Provide support to restore the livelihoods of affected households by distributing seeds, livestock, and agricultural tools.
- **Vocational Training:** Conduct vocational training programs in various businesses such as cooking, motorbike repair, carpentry, and house/building construction to create new employment opportunities.
- **Support for Women Entrepreneurs:** Provide support to women, particularly those involved in agricultural product processing and sales, to strengthen their role in the disaster recovery.
- **Community Cooperative Support:** Encourage the formation and support of community cooperatives to enhance collective agricultural production and market access.
- **Market Access Improvement:** Develop initiatives to improve access to markets for farmers and business owners to restore economic activity.
- **River Restoration:** Undertake efforts to clean and restore the Thoung and Tha Rivers, reinforcing riverbanks to prevent further erosion.
- **Environmental Safeguards:** Implement environmental and social safeguard measures to mitigate future risks and support the long-term recovery of ecosystems.

*Long-Term Recovery Needs:* In the long term, recovery efforts should focus on building resilience and improving disaster preparedness. Key activities include:

- **Improving Early Warning Systems:** Strengthen early warning systems to provide timely information on disasters and mitigate risks in the future.
- **Localizing Disaster Risk Reduction (DRR):** Integrate disaster risk reduction initiatives at the community level, focusing on contextualized risk and locally led appropriate solutions.
- **Coordination Mechanisms:** Enhance coordination between national and sub-national government authorities, communities, and development partners to improve data sharing and reporting during disaster events.
- **Capacity Building:** Build the capacity of disaster risk management committees at the village, district, and provincial levels to respond more effectively to future disasters.

## 5. Conclusion and Recommendations

### 5.1. Conclusion

The floods that occurred in September 2024 in Luang Namtha Province have had extensive and lasting effects on communities, basic services, infrastructure, and the environment. Severe damage to homes, roads, healthcare facilities, schools, agricultural lands, and water systems has critically disrupted the daily lives and livelihoods of thousands of residents. The assessment findings reveal that substantial challenges remain in restoring basic services, infrastructure, and livelihoods. Immediate and long-term needs have been identified across seven clusters, including WASH, Food Security and Agriculture, Shelter, Health and Nutrition, Education, Protection, and Early Recovery.

The affected communities have a high demand for resources for residual humanitarian support, early recovery, and long-term recovery across various services, including shelter, clean water, healthcare, food, and livelihood support. This reflects the pressing need for a coordinated, multi-cluster response. Furthermore, the situation in Luang Namtha underscores the importance of strengthening disaster resilience measures to prevent similar impacts from future disasters. This flood needs and early recovery assessment aims to inform national and sub-national authorities, development partners, and concerned stakeholders on effectively prioritizing resources and efforts to foster recovery, enhance resilience, and promote sustainable development.

### 5.2. Recommendations

*Residual Humanitarian Assistance:* Prioritize essential support for affected households by providing food, shelter repair kits, clean water, and hygiene supplies. Mobilize healthcare and psychosocial services to address urgent health needs, including infectious disease prevention and mental health support.

*Infrastructure Rehabilitation:* Repair damaged water and sanitation facilities to prevent disease outbreaks and ensure access to safe drinking water. Rehabilitate critical infrastructure, such as roads, drinking water systems, bridges, and energy systems, to restore mobility and access to essential services.

*Livelihood Restoration and Support:* Distribute seeds, fertilizers, and livestock to support affected farmers and rehabilitate damaged irrigation systems to restore productivity. Provide vocational training and entrepreneurship support, with a focus on women, to create alternative income opportunities.

*Health and Education Recovery:* Restore damaged health facilities to ensure access to essential services, and train health workers in emergency response and disease prevention. Rehabilitate schools and provide learning materials to enable children to resume education safely.

*Environmental and Disaster Risk Reduction:* Strengthen riverbank protections and implement environmental safeguards to mitigate future flood risks. Enhance early warning systems and community-based disaster preparedness to build local resilience against natural hazards.

## 6. Annexes

### Annex 1: Team Members

S.N.	Name of Agency	Full Name	Position/Title	Cluster Representation
1	Ministry of Labour and Social Welfare	Kindavong Luanglat	Deputy Director	Early Recovery, Protection, Logistics, Food Security and Agriculture
2	Ministry of Labour and Social Welfare	Vilaikham Lathsaard	Deputy Head of Devision	Early Recovery, Protection, Logistics, Food Security and Agriculture
3	Ministry of Labour and Social Welfare	Khamsouk Somphavong	Deputy Head of Devision	Early Recovery, Protection, Logistics, Food Security and Agriculture
4	Ministry of Labour and Social Welfare	Phonethavy Thammavong	Technical officer	Early Recovery, Protection, Logistics, Food Security and Agriculture
5	Ministry of Public Works and Transport	Ponephilom Sengdara	Technical officer	Shelter
6	Ministry of Public Works and Transport	Chanthala Thaninard	Technical officer	Shelter
7	Ministry of Agriculture and Forestry	Phetsakone Siliphong	Deputy Head of Division	Food Security and Agriculture
8	Ministry of Agriculture and Forestry	Phetsala Phothideth	Technical officer	Food Security and Agriculture
9	Ministry of Agriculture and Forestry	Minaphone Vongsouthi	Technical officer	Food Security and Agriculture
10	Ministry of Education and Sports	Dasavanh Phonasa	Technical officer	Education
11	Ministry of Education and Sports	Lanoy Sengsouvanh	Technical officer	Education
12	Lao People's Revolutionary Youth Union	Phonesack Chanthavong	Head of Division	
13	Lao People's Revolutionary Youth Union	Khamsavard Keothammavong	Deputy Head of Division	
14	Ministry of Health	Kham Xaysavanh	Technical officer	Health and Nutrition
15	Ministry of Health	Sadavouth Manivong	Technical officer	Health and Nutrition

<b>S.N.</b>	<b>Name of Agency</b>	<b>Full Name</b>	<b>Position/Title</b>	<b>Cluster Representation</b>
16	UNICEF	Bandith Leuanvilay	WASH Specialist	WASH, Education, Protection
17	UNICEF	Duangchanh Vongnasythan	Child Protection Officer	WASH, Education, Protection
18	UNICEF	Dr. Samphan Khamsingsavath	Immunization Specialist	Health and Nutrition
19	WFP	Manithaphone Mahaxay	VAM Officer	Food Security and Agriculture, Logistics, ICT
20	WHO	Phetdavanh Leuangvilay	Technical officer	Health and Nutrition
21	UNFPA	Manivone Inthavong	Programme Associate	Health and Nutrition
22	UNDP	Thome Xaisongkham	Programme Analyst	Early Recovery
23	UNICEF	Alixiong Chengchern	Data and Knowledge Management Specialist	WASH, Education, Protection
24	UNICEF	Thiladeth Sivixay	M&E and UN Data Coordination Specialist	WASH, Education, Protection
25	UNICEF	Somchit Mitthaphone	Programme Associate (Education)	Education
26	UNOPS	Santiphap Kithavone	Project Manager (Engineer)	Shelter
27	FAO	Olayvanh Singvilay	National Project Coordinator	Food Security and Agriculture
28	UNRCO	Vanhvisa Vongsouthi	Coordination officer-Gender	
29	UNRCO	Sanjay Pariyar	Climate and Disaster Resilient Development Officer	
30	Save the Children	Phouvanh Phommalangsy	Education Advisor	Education
31	IOM	KHOUNPHAKDY Athit	Project Assistant (As part of Shelter Cluster)	Shelter
32	AHA Centre	Thipasong Akhamountry	Recovery Officer	
33	AHA Centre	Madiatri Silalahi	M&E Reporting Officer	

**Annex 2: Detailed Village-Level Assessment Form**

[https://drive.google.com/file/d/1B7bqYPcNUS5\\_Ni5ts9q38Y5tWz-RhC80/view?usp=drive\\_link](https://drive.google.com/file/d/1B7bqYPcNUS5_Ni5ts9q38Y5tWz-RhC80/view?usp=drive_link)

**Annex 3 : FGD and KII Questionnaires**

[https://drive.google.com/file/d/109AdoUg6oxSoG8jCo6TW-QSeIOYr2jNL/view?usp=drive\\_link](https://drive.google.com/file/d/109AdoUg6oxSoG8jCo6TW-QSeIOYr2jNL/view?usp=drive_link)

**Annex 4: Maps and Visual Data (e.g., infographics)**

[https://drive.google.com/file/d/1l9bzl3oIGqY1VNj\\_toR2gGiHHFc09qe/view?usp=drive\\_link](https://drive.google.com/file/d/1l9bzl3oIGqY1VNj_toR2gGiHHFc09qe/view?usp=drive_link)

## Annex 5: Photos



*Figure 8: A primary school in Mai Village, Namtha District, is undergoing cleaning and repairs by volunteers*



*Figure 9: Mobility within homes is difficult for the elderly and children. People have begun cleaning their houses closely, including drying clothes*



*Figure 10: Many of the latrines are not usable, as they are either damaged or in need of extensive cleaning*



*Figure 11: The paddy fields in Mai Village were swept away by the floods, leaving farmers with no hope*



*Figure 12: Agricultural land turned into a dry, muddy desert after the floodwaters receded*



*Figure 13: The maize farm has turned into a pond due to flooding, affecting the livelihoods of farmers*